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ABSTRACT

The current role of the Department of Labor's Manpower Administration as determined by the Comprehensive Employment and Training Act of 1973 (CETA) is described. CETA shifts the responsibility for training and job placement services from the Federal government to States, cities, and counties which operate their own programs using funds provided by the Federal government. The community manpower system includes about 400 comprehensive manpower programs and additional public service employment programs for areas of unusually high unemployment. Eligibility requirements, services provided, and the operation of these programs are outlined. Other programs are provided for groups with special job market disadvantages (seasonal farmworkers, Indians, youth, older workers, and persons with limited English). The Federally administered programs described are: apprenticeship, job corps, and the work incentive program. Research, development, and evaluation functions of the Manpower Administration's Office of Policy are discussed. Finally, a summary of the historical development and services of the employment service and the unemployment insurance program, both operated as Federal-State partnerships, is provided. The report also contains an address list of Assistant Regional Directors and suggestions for obtaining more information on community manpower programs. (MS)

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American Manpower Today

U. S. Department of Labor
Peter J. Brennan, Secretary

Manpower Administration
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1974

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INTRODUCTION

MANPOWER—a term widely used in the 1940's to describe military strength—became popular in the 1960's to describe the Nation's total strength in terms of available workers. Fearful of the impact of technology on the demand for workers, Congress passed laws to provide for retraining those who would lose their jobs to machines. But technology proved less threatening than anticipated, and job training under the direction of the Department of Labor's Manpower Administration concentrated on the hard-to-employ, those left jobless in a less than full-employment market.

Programs proliferated. There were national programs such as Job Corps, JOBS, the Work Incentive Program, Neighborhood Youth Corps, and others. And there were programs run by city governments, community agencies, and business enterprises, frequently with funds from the Federal Government. Meanwhile, State agencies, the educational system, and organizations working under contracts with the Government carried on their training, testing, classroom, and counseling efforts. So it went for more than a decade—with millions of unskilled, low-income people receiving training, jobs, and supportive services in programs controlled largely by the Federal Government.

But the picture is different today. The change is not in the basic purpose of employment and training programs, which still is to bring together jobs and the people who need them. It is in the way the programs are conceived, operated, and funded.

The Comprehensive Employment and Training Act of 1973 sets up a new community manpower system to give people training and job-related services and place them in jobs. Stated simply, it shifts responsibility from the Federal Government

to States, cities, and counties, which operate their own programs, using funds provided by the Federal Government.

But, of course, it is not that simple. The Federal Government still administers some programs. Many States, cities, and counties are continuing programs formerly run by the Federal Government, and some localities are setting up programs with different names and different clients.

How do the pieces of the manpower picture fit together? Who runs what? Where do jobseekers go for help? Does this new approach change the way unemployment insurance is handled? What about apprenticeship and the employment service?

In the course of describing the current role of the Department of Labor's Manpower Administration, this booklet will answer these questions about *American Manpower Today*.

Comprehensive Manpower Programs

Under the Comprehensive Employment and Training Act, all States and cities, counties, and combinations of local units with populations of 100,000 or more receive Federal grants to run comprehensive manpower programs in their localities. Some smaller units and rural areas also qualify for Federal money. The total number of eligible units, called prime sponsors, is about 400. They may operate programs themselves or contract with others to provide some of the services. The amount each State and area receives is based on its current manpower needs plus protections against drastic cutbacks in present services.

The comprehensive programs can include—but are not limited to—

- Outreach to make needy persons aware of available manpower services.
- Assessment of individual needs, interests, and potential; referral to appropriate jobs or training; and followup to help new workers stay on the job.
- Orientation, counseling, education, and classroom skill training to help people prepare for jobs or qualify for better jobs.
- Subsidized on-the-job training.
- Allowances to support trainees and their families and needed services such as child care and medical aid.
- Labor market information and job redesign to open up positions for manpower program graduates.
- Transitional public service jobs.
- Special programs for groups such as Indians, migrants, persons with limited English, ex-offenders, and youth.

To receive Federal funds, every eligible government must submit a comprehensive manpower plan describing its area, the services

to be provided, and the persons served. In determining the deliverers of services, prime sponsors are to assess the quality of services provided by local organizations in the past. Governments may decide to continue categorical-type programs such as MDTA training, Neighborhood Youth Corps programs, Operation Mainstream, Public Service Careers, Opportunities Industrialization Centers, and Jobs for Progress (SER). Or they may design new programs providing a different combination of manpower services.

The act provides that, to the maximum extent feasible—

- Manpower services, including the development of job opportunities, will be provided to enable unemployed, underemployed, and economically disadvantaged persons to secure and retain employment at their maximum capacity.
- The need for continued funding of programs of demonstrated effectiveness is taken into account in serving such groups and persons.

Discrimination of any kind is strictly prohibited.

The law requires every State and area that operates a comprehensive manpower program to have a planning council whose members represent manpower clients, labor, business, education, community organizations, the employment service, training agencies, and where appropriate, agriculture. The councils help governments decide on the manpower services needed in their areas, and they check on program operations.

The Secretary of Labor is responsible for assuring that States and localities comply with these—and other—provisions of the law. There are also measures to guard against misuse of funds and requirements for orderly accounting and administrative procedures. And since those

responsible for manpower programs are elected officials, the final judges of program effectiveness are the voters.

Public Service Employment Programs

In addition to comprehensive manpower programs in all parts of the country, CETA authorizes transitional public service jobs in places hard hit by unemployment. The eligible areas are those with an unemployment rate of 6½ percent or higher for 3 consecutive months.

The money goes to States; cities, counties, and combinations of units that qualify for comprehensive program funds; and Indian tribes on Federal or State reservations. The amount each government gets is based on the severity of unemployment in the eligible areas under its jurisdiction. Part of this money, in turn, is distributed to governments of middle-sized cities and counties—with at least 50,000 people but too small to receive direct Federal funding—which include areas of substantial unemployment.

All persons hired for jobs supported by these funds must live in the eligible areas. Among the places that get the jobs—and the needed public services they provide—are city slums, rural poverty pockets, Indian reservations with high unemployment, and towns hard hit by factory layoffs.

To assure that the money puts people to work, not less than 90 percent must be used to pay wages and employment benefits. To qualify for jobs, workers must have been unemployed for at least 30 days. Priority goes to Vietnam-era veterans and persons with long unemployment and poor prospects of finding regular work.

Goals established for the public employment programs emphasize the importance of helping workers move from subsidized to regular jobs. Therefore, they must be designed to give workers a chance to gain the skills and experience needed for private or unsupported public jobs.

PROGRAMS FOR SPECIAL GROUPS

In designing the CETA legislation, Congress recognized that national programs can best serve certain groups with special job market disadvantages. Among them are migrant and seasonal farmworkers, Indians, offenders, youth, older workers, and persons with limited English.

A number of steps are being taken to serve these groups. In particular, expanded programs for Indians and migrants are going into effect. Funds are being made directly available to Indian organizations both on and off reservations for programs they specifically design to meet their needs. Programs for migrant and seasonal farmworkers will also be designed to meet their particular needs. This includes funding for various types of assistance to workers who want to leave migrant farmwork for more stable, year-round jobs. In addition to job training and placement, services include day care, high school equivalency instruction, self-help housing, and emergency food, medical, and legal services.

Another group with special job disadvantages is the 3 million individuals who pass through the criminal justice system each year. Many have limited educations and few job skills—in addition to the burden of a record. A number of special efforts have tested ways to serve them, and some of these efforts are now part of the manpower offerings in many States. They include—

- Model Ex-Offender Programs that provide coordinated statewide employment services especially for former prisoners.
- Pretrial intervention projects, which allow selected, mostly young arrested persons continuance of trials while they take part in manpower programs.
- Skill training projects for prison inmates.
- Federal Bonding Programs, providing fidelity bonding for workers with police records.

FEDERALLY ADMINISTERED PROGRAMS

The new look in manpower programs includes many of the traditional training, employment, and labor market information activities long associated with the Department of Labor and the State employment security agencies. Job Corps has been incorporated into the Comprehensive Employment and Training Act, but others, like apprenticeship and the Work Incentive Program, function under their original legislative authority.

Apprenticeship

Apprenticeship is a training system in which a person learns a skilled trade on the job under an experienced craft worker and in related classroom instruction. Apprentices are paid while they train, usually at progressive rates from a starting wage of about half the journeyman's rate up to 90 percent of full pay near the end of their apprenticeship.

Apprenticeship programs train workers in a wide variety of skilled trades. A few of them are automotive mechanic, baker, butcher-meat cutter, carpenter, cosmetician, draftsman, machinist, operating engineer, optical technician, painter, roofer, and upholsterer. And there are many, many more—a total of about 350 apprenticeable trades, including all the specialized jobs within certain occupations. The training period runs from 1 to 6 years for different skills; most require 4 years.

Apprenticeship programs are conducted by employers, often jointly with labor unions; related instruction is usually given in local vocational schools. In many areas, the principal crafts have joint labor-management apprenticeship committees, responsible for conducting and supervising their craft's apprenticeship program. They select and indenture apprentices, supervise their training, and certify them as journeymen after they have completed the program.

To be selected for apprenticeship, applicants must be physically able to do the work of the trade and pass an entrance examination. For some trades—but not all—they must be high school graduates. Men and women who want to find out about apprenticeship opportunities should get in touch with their local employment service office or the appropriate joint apprenticeship committee, union, or employers for the craft they want to enter.

The Federal role, authorized by the National Apprenticeship Act of 1937, is to promote labor standards that safeguard the welfare of apprentices and guide, assist, and improve apprenticeship. These functions are carried out by the Department of Labor's Bureau of Apprenticeship and Training. Its field staff, with offices in every State, works closely with employers, unions, and State apprenticeship agencies to develop programs and devise ways to give better training. The Bureau approves and registers programs, gives employers technical assistance on training, and searches out new ways to expand apprenticeship.

A major objective is to give more blacks, Chicanos, Indians, and other minorities a chance to become skilled craft workers. To open up apprenticeship opportunities for them, the Bureau encourages program sponsors to re-examine their outreach and selection procedures to make sure they are not keeping minorities out. And it urges programs in which minorities are underrepresented to adopt goals and timetables for hiring them.

One way minority and other youth find out about apprenticeship and enter training is through Apprenticeship Information Centers in 34 local employment service offices. They provide accurate information on opportunities in the skilled trades

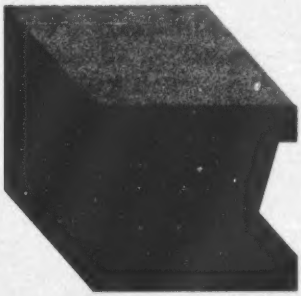
and referral to jobs with a future. In addition, Construction Outreach programs, conducted by labor unions, the Urban League, and other groups with Federal funds, tell minority youth about apprenticeship opportunities and help them prepare for entrance examinations. As a result of these and other efforts, an increasing share of apprentice jobs are going to minority youth.

Activities to open up apprenticeship opportunities for women have lagged behind those for male minority members. But a number of recent changes—affirmative action to give women a fair share of jobs in Federal contract work, new guidelines on sex discrimination, and court decisions requiring industries to correct practices that kept women out of better paid jobs—are making it easier for women to enter skilled trades. And increasing numbers are moving into apprentice jobs. They are going not only into traditional areas such as cosmetology but into traditional male preserves such as printer, optical technician, barber, baker, cook, and even carpenter.

Job Corps

Job Corps is a program designed to change the lives of young people with serious problems and few prospects at home. The youth it enrolls are out of school and out of work or working at low-paid, dead end jobs. When they enter Job Corps, many leave behind home lives marred by conflict or defeat, schools that have failed them, areas with few job prospects, limited horizons, and no plans for the future.

Job Corps is based on the idea that these youth need, first, a change of environment and, second, a variety of educational, health, personal, and social services in order to make the most of their training. To meet these needs, it sends young men and women to residential centers which offer a variety of services to help them discover and develop their job potentials.



Residential training distinguishes Job Corps from all other manpower activities. Established as a pioneering effort by the Economic Opportunity Act of 1964, Job Corps is now included as title IV of the Comprehensive Employment and Training Act. It is the only national manpower program that retains a separate identity in the new act.

Job Corps has centers across the country and in Puerto Rico and Hawaii. There are civilian conservation centers located in national parks and on other public lands; men's centers; women's centers; and residential manpower centers for both men and women, located in or near cities. Some of the centers have nonresidential components.

Each center serves youth primarily from its own and neighboring States and gears its training to local job needs. The programs at all centers have common elements—remedial education, skill training, on-the-job work experience, social redirection, and health services. Most enrollees need education along with job training. Nearly two-thirds are high school dropouts, and almost all need additional education to get and hold a job. They get a complete program, geared to their individual needs and learning pace—from basic education through high school equivalency.

Many types of vocational training and work experience prepare Corpsmembers to do needed jobs. They are trained in automotive and machinery repair, food services, electronics assembly, electrical appliance repair, construction and metal trades, transportation, health services, clerical and business skills, retailing, cosmetology, and other skills currently in demand. As a result, the outlook for youth leaving Job Corps centers is bright. In fiscal year 1974, 93 percent of those available for placement were placed in jobs, entered the Armed Forces, or went back to school.

One of the best routes to well-paid employment is union preapprenticeship training, offered at well over half the centers. Labor unions train Job Corps enrollees in heavy equipment operation, carpentry, painting, bricklaying, and plastering and cement masonry and place them in apprenticeship jobs after they complete their programs. Other unions train and place enrollees as railway and airline clerks and as marine cooks and stewards.

Job Corps serves youth from many different backgrounds. Nearly 60 percent are black, some are American Indians, and most of the rest are white. About 12 percent are Spanish speaking. One of the personal gains from the Job Corps experience is learning to live and work together with a variety of young people. Spanish-speaking enrollees often need special services in order to profit from Job Corps training. To serve them, eight centers, including four in or near Spanish-speaking areas, have bilingual programs. In addition, Job Corps reaches out to Spanish-speaking young people through recruitment materials in their language.

Job Corps also has a special center run by Indians for Indians. Kicking Horse Residential Manpower Center, on the Flathead Indian Reservation in Montana, brings together young Indian men from west of the Mississippi to train in needed job skills and take part in an Indian cultural program.

Work Incentive Program

The Work Incentive (WIN) Program is designed to help recipients of Aid to Families with Dependent Children (AFDC) get and keep jobs. WIN was created as a program by the 1967 amendments to the Social Security Act and was significantly changed by the 1971 amendments to the act. Since passage of the 1971 amendments, the program has been referred to as WIN II.

WIN II is jointly administered by the Department of Labor and the Department of Health, Education, and Welfare through State employment services (or other manpower agencies) and welfare agencies across the country. To coordinate their activities to serve WIN participants better, staffs of the two agencies have been brought together in the same offices—or collocated—at the national and regional levels and to a great extent at the State and local levels as well.

A major change brought about by the 1971 amendments is the requirement that all persons applying for or receiving AFDC—except those in exempt categories—register with WIN for employment or training as a condition of eligibility for AFDC. Those exempt are persons who are: (1) Under 16, or between 16 and 21 and attending school; (2) ill, incapacitated, or over 65 years of age; (3) living too far from a WIN project to participate; (4) required in the home because of the illness or incapacity of another member of the household; (5) the mother or other caretaker relative of a child under the age of 6; or (6) the mother or other female caretaker of a child as long as the nonexempt father or other nonexempt adult man in the home registers. Although exempt individuals are not required to register in order to be eligible for AFDC benefits, they may volunteer for WIN—and many are doing so. Volunteers may leave the program without jeopardizing their benefits.

WIN II may provide participants with job development services and referrals, preparation for finding employment, subsidized employment, limited training, and supportive services such as child care, as needed. Upon registration, people receive labor market information and voluntary referrals to jobs.

After AFDC recipients register, they are selected for appraisal interviews to determine their job potentials and their needs and abilities for activities to help them improve their job qualifications. At this time, an employability plan is started for those registrants selected for WIN participation. The plan identifies and provides for the services and activities registrants need to get jobs. The emphasis in this process—and in WIN II generally—is on placing people in unsubsidized jobs. As a result of WIN's efforts, many thousands are steadily employed and are either fully self-sufficient or receive reduced AFDC payments to supplement their earnings.

One incentive for employers to offer jobs is a sizable income tax credit. It allows employers to receive a credit, deducted from their Federal income tax liability, amounting to 20 percent of the first year's wages paid to every WIN registrant they hire and keep on the job.

Another important gain to both employers and participants results from increased emphasis on WIN on-the-job training. Using the "hire first, train later" concept, WIN reimburses employers for the costs of training the WIN participants they employ. The employers get workers trained specifically for their jobs—and compensation for the training—in addition to a tax credit on their wages. And the WIN participants receive immediate wages with a strong prospect of skilled employment after satisfactory completion.

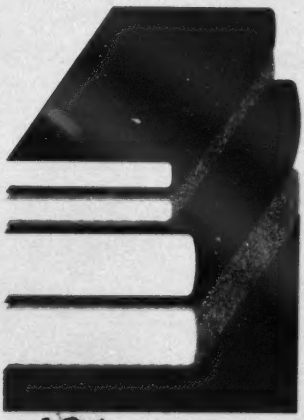
Another feature of WIN II that is increasing employment opportunities is the WIN public service employment (PSE) program. WIN public service employment works like this: A State or local

agency or private nonprofit organization hires new employees through the WIN Program and agrees to move them onto its regular payroll after the contract period provided they do a satisfactory job. In return, WIN pays their full salaries for up to a year—and in some instances a share of salary costs for a second or third year—and provides needed support to help them do their work and stay on the job.

Three other important elements of the WIN II Program are:

- Provisions, spelled out in the law, for WIN participants to receive the supportive services they need to obtain jobs and remain employed.
- The decrease in State matching funds from 20 to 10 percent.
- Efforts to help WIN participants stay on the job after they are hired by providing needed manpower and supportive services during the 90-day job entry period.

Research, Development, and Evaluation



In order to see that people get suitable training and jobs, we have to know—

How to improve measurement of current and future labor demand and supply and how labor market processes work to match them. How to identify groups with particular employment difficulties and how to help meet their problems through manpower services. How effective various manpower programs are in serving different groups.

Developing such types of information is the function of the Manpower Administration's Office of Policy, Evaluation and Research. Under the Manpower Development and Training Act and later the Economic Opportunity Act and other legislation, a full range of activities was carried out to develop information on manpower subjects. Research studies supplied new knowledge about

a wide variety of topics, and development projects tested new ways of serving workers with particular job-related needs and passed on successful techniques to regular manpower programs. These efforts involved not only Manpower Administration staff, but universities, research organizations, manpower project sponsors, and many other groups as well, and developed considerable expertise in areas related to manpower.

The Comprehensive Employment and Training Act gives these activities a new focus and added responsibilities. Principal aims are to develop a comprehensive system of labor market information, conduct research and development to increase our knowledge of the nature and causes of manpower problems and test ways to improve manpower programs, and evaluate the effectiveness of these programs. A project specifically authorized by the Comprehensive Employment and Training Act is to test the efficacy of providing employment and training through issuance of vouchers to disadvantaged persons who may use them to "purchase" such services.

The scope of the research and development efforts is indicated by the act's provision that studies shall be conducted to contribute to—

- Formulating manpower policy.
- Developing or improving manpower programs and promoting more effective manpower development, training, and utilization, including training to qualify employees for positions of greater skill and responsibility and higher pay.
- Increasing knowledge about labor market processes.
- Enhancing job opportunities, reducing unemployment, and understanding its relationships to price stability.

- Improving national, regional, and local means of measuring future labor demand and supply.
- Meeting manpower shortages.
- Easing the transition from school to work, from one job to another, and from work to retirement.
- Providing opportunities and services for older persons who want to enter or reenter the labor force.
- Improving opportunities for employment and advancement by reducing discrimination and disadvantage arising from poverty, ignorance, or prejudice.

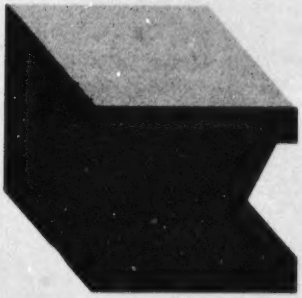
An annual volume on *Manpower Research and Development Projects* describes current efforts and provides guidelines to those interested in applying for grants to fund projects. In addition, significant findings are published in manpower research monographs and E&D findings. (For details on how to obtain these and other publications, see the section on Where to Get More Information at the end of this booklet.)

A new feature of the manpower effort under the Comprehensive Employment and Training Act is the provision for a National Commission for Manpower Policy. The Commission is composed of the heads of certain Federal agencies, State and local elected officials involved in manpower programs, manpower clients, and representatives of labor, industry, commerce, education, and the public. Its function is to identify the Nation's manpower needs and goals and to assess whether various programs are coordinated to meet such needs and goals, conduct studies and program evaluations, and report annually to the President and Congress, with emphasis on how better to coordinate diverse programs and develop national priorities.

FEDERAL-STATE PARTNERSHIPS

Federal involvement in serving unemployed workers dates back to the depression years, when the U. S. Employment Service was set up to help them find suitable work and, a couple of years later, the Unemployment Insurance Service was added to provide temporary income to those who lost their jobs. Like the new community manpower programs, these long-established services are Federal-State partnerships. Operating under their own legislative authorizations, they continue as basic elements of the Nation's re-directed manpower effort.

Employment Service



As the new system of Federal funding and local control of manpower activity was put in place, the employment service entered its fifth decade as a Federal-State partnership. Both systems are based on a common idea: Broad national standards for State and local services, offered by those familiar with local jobs and the people who need them.

Established in 1933 with the passage of the Wagner-Peyser Act, the employment service has adjusted over the years to changes in the economy, war requirements and peacetime conditions, and the needs of business and job applicants. It is geared to respond also to legislative changes, the most recent of which is the Comprehensive Employment and Training Act (CETA).

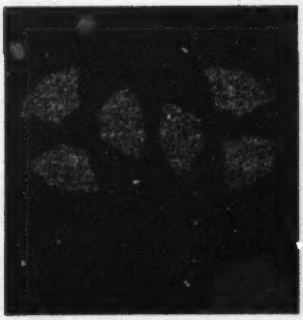
The employment service offers prime sponsors —State and local operators of CETA programs—a wide range of services to assist them in carrying out their responsibilities under the act. For information on how the employment service can help CETA prime sponsors, see the flyer *Comprehensive Job Service*, available at State employment service offices and the Manpower Administration in Washington, D.C.

The public employment service is a network of over 2,400 local offices in cities and towns across the country, whose staff is in continuous contact with employers looking for workers and with the 10 to 15 million people a year who are seeking work.

The central task of the employment service is assisting jobseekers in finding suitable jobs, either at once or after needed training and other manpower services, and helping employers find needed workers. It is now redirecting its efforts to serve clients better. The shift in emphasis started with the recognition that effective service to all applicants—the highly qualified and those not yet ready for jobs alike—depends upon forging strong links with employers. The effort involves a variety of employer services, some long a part of employment service operations and others recommended recently by an employer advisory group. They include:

- Direct assistance to employers in screening and selecting workers.
- Assistance in structuring jobs and in preparing job descriptions.
- Local, area, and national labor market information, useful to employers in planning operations, developing wage schedules, recruiting and training workers, and conducting sales and marketing operations.
- Nationwide services utilizing the ES network of offices to locate and recruit people with skills not available locally.
- Efforts to identify the problems of individual employers in selecting and hiring workers and assistance tailored to these problems.
- Aptitude testing, validated to eliminate group bias, to identify applicants best suited to do an employer's work and job adjustment counseling to help his employees with problems that may interfere with their job performance.

Close contacts with employers are paying dividends in more job orders available to employment service applicants. In addition, many openings never before listed with the employment service are being posted by employers doing business with the Government. Information about these openings is coming in to local offices as a result of a new law requiring Federal agencies, contractors, and subcontractors to give the employment service listings of their job vacancies, with a few exceptions.



The job bank is a tool developed by the employment service to enable local offices to provide applicants with greater access to job openings—and employers a greater choice of workers to fill their jobs. A job bank works like this: All job orders given to employment service offices in an entire area are compiled daily by computer. The computer printout is then reproduced in job bank books or on microfilm or microfiche and distributed every morning to local offices and authorized users throughout the area. The result is complete, up-to-the-minute job information for all jobseekers, as well as greater exposure of employers' labor requirements and quicker referral of job applicants.

Job banks were started in a few large cities at the end of the 1960's and in many more over the following years. The next step was extending the banks to cover wider areas and then linking them to form statewide networks. By mid-1974, 43 States with over three-quarters of the Nation's population were served by statewide job banks. Beyond the job bank are more sophisticated systems in which computers will store information on job orders and applicants and, on request, compare them at electronic speeds to come up with the best worker-job matches. Experiments now underway are testing vocabularies to describe

worker characteristics and job requirements for use in such a system.

One spinoff from the job bank process is the Job Information Service, made up of self-service units in local offices. Here, applicants who know what kind of work they are qualified to do can look over job bank listings and select the openings they want to apply for. This gives these applicants quick access to job information and frees employment service staff to better serve those clients who need personal assistance.

The employment service gives special attention to the needs of rural farm and nonfarm workers. As a means of making services available where they are needed, the employment service has recently expanded its regular office network to include "satellite" offices in remote rural areas. Between the regular and satellite offices, rural workers receive a wide range of services, which include: Publicizing farm jobs, placing local and migratory farmworkers in jobs, and arranging for transportation of workers to the worksite.

Two special programs—the Smaller Communities Program and the Concerted Services in Training and Education—make special efforts to stimulate economic growth in rural areas and, through training and education, to increase the employability of rural residents.

The men and women served by the employment service show infinite variety in background and need. They are veterans assisted in obtaining civilian jobs through counseling and testing, arrangements for needed job training and other services, and priority in referral to suitable employment. They are older workers, served by staff familiar with the special problems senior citizens encounter in finding work; members of minority groups; youth, who get needed guidance in choosing a career and preparing for it; and

women seeking to reenter the labor force. They are people with mental or physical handicaps who can excel if placed in the right job by skilled selective placement interviewers. They are poor people with limited educations and few job skills, who get a full range of needed help, from outreach to make them aware of available services through followup to help them stay on the job. And they are workers with none of the special characteristics noted who may need counseling or testing or may wish to change jobs or know what the job market is like. They are the professionals—teachers, engineers—who use the professional placement service.

Serving people with job market disadvantages is an important function of the employment service. Helping them prepare for work is a significant part of that mission. But serving all those who need or want help is also part of that mission. The payoff in all cases is a job when the applicant is ready for it. Computerized job banks are giving all applicants wider access to job information. But people, not machines, still are at the heart of employment service work--job interviewers, employment counselors, and others working with clients; and staff giving employers the kind of service that results in more listings and a rising share of orders for well-paying jobs being available through employment service job bank computers.

Unemployment Insurance

The unemployment insurance program protects American workers against the personal catastrophe of being out of work and having nothing to live on. Some 67 million people are covered, and every year from 4 to 8 million lose their jobs and draw weekly benefits to tide them over until they find new ones. The gains to individual workers add up to a considerable economic impact. In a recession year, when the number receiving

payments is high, the money the program pays out and workers spend to support their families goes a long way toward stabilizing the economy.

The program is a Federal-State partnership, set up under the Social Security Act of 1935. The U.S. Department of Labor provides general guidelines and Federal grants for operating costs; and State employment security agencies pay unemployed workers out of State unemployment insurance funds. The sources of both Federal and State funds are employer taxes; workers contribute to UI funds in only a few States.

In addition to the State programs, there are federally financed programs for ex-servicemen and unemployed Federal workers. And a program for railroad workers is operated by the Railroad Retirement Board.

Special benefits go to workers unemployed because of either national disasters or increased foreign imports. Disaster Unemployment Assistance, authorized by the Disaster Relief Act of 1970, provides temporary income to workers in areas hard hit by hurricanes, tornados, floods, and other catastrophes. And under the Trade Expansion Act of 1962, readjustment allowances—substantially higher than regular UI benefits—are paid to workers laid off from industries affected by competition from foreign products.

The 67 million people covered by unemployment insurance include nearly all wage and salaried workers in commerce and industry—most previously protected—and some 5 million brought in by the Employment Security Amendments of 1970. They are workers in small firms, employees of most nonprofit organizations, State hospital and college employees, some agriculture processing workers, and persons in overseas jobs.

Unemployment insurance protects workers against involuntary unemployment. To qualify,

they must have been laid off recently from covered jobs; those who quit or were fired for misconduct are denied benefits for part or all the time they are unemployed. In addition, the States have different requirements as to earnings and length of employment in the previous job. To apply for payments, jobless workers must file a claim and register for work at the nearest public employment or unemployment insurance service office. While drawing benefits, they must be available for jobs.

Unemployment benefits are a right, not based on need. Hence income unrelated to former jobs does not affect benefits. But since the program is designed to compensate workers for their wage loss, payments related to wages—such as severance pay, workers' compensation, and pension benefits—are considered disqualifying in some States.

The amount workers receive and how long they are paid are determined by State laws. In general, the weekly benefit amount is based on a person's employment and earnings during a recent 1-year period and is limited by State maximums ranging from about $50 to $120 a week (excluding allowances for dependents). In most States, the number of weeks a worker can draw benefits is related to earnings or length of employment; the maximum is usually 26 weeks. But workers may receive benefits longer—up to another 13 weeks—when unemployment is high and jobs hard to find. Extended benefits can be triggered in several ways—by the national rate of insured unemployment, by the State rate compared to its earlier insured unemployment, and by a continued high rate in particular States.

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Where To Get More Information

To find out about community manpower programs in your area, get in touch with your city, county, or State government. For general information on CETA, the names of major program operators (prime sponsors), or more material on any of the national programs described in this booklet, call or write your local employment service office, the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20213, or any of the Assistant Regional Directors for Manpower whose addresses are listed below:

LOCATION AND STATES SERVED	
John F. Kennedy Bldg., Boston, Mass. 02203	Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont
1515 Broadway, New York, N.Y. 10036	New Jersey, New York, Canal Zone, Puerto Rico, Virgin Islands
P.O. Box 8796, Philadelphia, Pa. 19101	Delaware, Maryland, Pennsylvania, Virginia, West Virginia, District of Columbia
1371 Peachtree Street, N.E., Atlanta, Ga. 30309	Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee
300 South Wacker Drive, Chicago, Ill. 60606	Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin
911 Walnut Street, Kansas City, Mo. 64106	Iowa, Kansas, Missouri, Nebraska
1100 Commerce Street, Dallas, Texas 75202	Arkansas, Louisiana, New Mexico, Oklahoma, Texas
1961 Stout Street, Denver, Colo. 80202	Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming
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